



**REPUBLIC OF KENYA**

**MINISTRY OF EAST AFRICAN COMMUNITY  
AND REGIONAL DEVELOPMENT**

(STATE DEPARTMENT FOR REGIONAL AND NORTHERN CORRIDOR  
DEVELOPMENT)

**REGIONAL DEVELOPMENT POLICY**

**DECEMBER 2021**

## FOREWORD



**Hon. Adan A. Mohammed, EGH**  
Cabinet Secretary  
**Ministry of East African Community & Regional Development**

The Regional Development Policy 2021 (RDP 2021) has been prepared on background of the need to effectively plan, coordinate and monitor the exploitation and management of the natural resources of the basins (regions) in Kenya towards obtaining sustainable socio-economic development in the regions and the country at large. The policy is developed in line with the mandate, vision and mission of the Ministry responsible for the regional development in Kenya, drawing from lessons learned during the many years of practicing regional development in the country, by implementing integrated regional development approach to development; undertaken by all the Six (6) Regional Development Authorities (RDAs) in Kenya. The six (6) RDAs are: the Tana and Athi Rivers Development Authority (TARDA) through Cap 443 of 1974, Kerio Valley Development Authority (KVDA) through Cap 441 of 1979, Lake Basin Development Authority (LBDA) through Cap 442 of 1979, Ewaso Ng'iro North Development Authority (ENNDA) through Cap 448 of 1989, Ewaso Ng'iro South Development Authority (ENSDA) through Cap 447 of 1989, and the Coast Development Authority (CDA) through Cap 449 of 1990. The RDAs have the mandate of spearheading integrated multipurpose development programmes and projects within their areas of jurisdiction and mobilization of resources towards achieving this.

Following the promulgation of the Constitution of Kenya 2010, some activities that were being undertaken by the RDAs were devolved to the County Governments, and therefore the Regional Development Policy is aligned to this development. It is imperative to appreciate that the basins cut across counties and not aligned to political and administrative boundaries. These basins are endowed with various natural resources with immense potential for accelerating socio-economic development not only for the local communities but also the country and public at large. The Kenya Vision 2030; the long-term development blue print defining the country's development aspirations, prioritized several interventions which were packaged as flagship projects and programmes. These interventions are aimed at addressing mainly challenges in water, energy, environment, transport and agriculture. The proposed programmes

and projects, some of which are under the regional development agencies, were formulated to deliver on national and international commitments and to fulfill the economic and social rights as entrenched in the Constitution.

The overall goal of this Policy is to provide a framework to achieve sustainable utilization and management of natural resources to spur harmonious, equitable and sustainable socio-economic development across the regions. The policy takes cognizance of the important role the National Government plays in the management of basin-based resources and underscores the need for the National Government to uphold and take lead in the realization of functions of the RDAs, namely; undertaking implementation of the national multi-sectoral and basin-wide development projects and programmes; developing basin-wide integrated development plans, anchored on national development blueprints; and undertaking strategic national government programmes including the “ Big Four Agenda” and public investments. The RDAs also spearhead interventions aimed at sustainable utilization and management of basin-based natural resources; and pursuing mitigation and adaptation measures to climate change among other international and regional obligations.

In fulfilling the envisaged development goals, this policy makes two proposals, namely; review of the legislations that established the six (6) RDAs and anchors the RDAs to the Directorate of Regional Development to improve RDAs operational environment and ensure sustainability of the regional development. The reviewed Acts, the RDAs Bill 2021 and this policy envisages sustainability of the regional development course and anchors its agencies to the Directorate of Regional Development; mandated to coordinate functions of the RDAs. The policy also aligns functions of the RDAs and those of the Directorate to the requirements of devolved system of governance and maintains harmony with the functions of other related government agencies, to avoid duplication and enhance efficiency in natural resources utilization and service delivery.

The Ministry in collaboration with stakeholders including the County Governments, development partners as well as the private sector shall ensure that the goals, specific objectives and strategies of this policy are fully implemented, monitored and evaluated to create optimal impact.

I therefore, would like to encourage all public and private stakeholders, development partners and communities in the country to support implementation of the policy to spur socio-economic development.

**Hon. Adan A. Mohammed, EGH**

Cabinet Secretary

**Ministry of East African Community and Regional Development.**

## PREFACE



**Dr. Belio R. Kipsang, CBS**  
Principal Secretary  
**Ministry of East African Community & Regional Development**

In Kenya, the regional development approach for National Development was adopted in the early 1970s. This led to the establishment of the six Regional Development Authorities (RDAs) based on rivers and large water body basins between 1974 and 1990. The RDAs were tasked with a unique mandate of initiating, planning, coordinating and implementing integrated and multipurpose programs and projects for sustainable utilization and management of basin-based resources and fostering integrated sustainable economic development and empowering the communities.

Development of this policy was a consultative and participatory process that was spearheaded by the Ministry. Several stakeholders from National Government agencies and County Government were involved in the discussions. The process also engaged the Transition Authority who undertook functional analysis as provided in the Constitution of Kenya 2010 and reviewed the current statutes governing management of various natural resources. The process put together emerging global best practices, the requirement of the Constitution of Kenya 2010, the country's development blueprints and the experience on regional development as practiced in Kenya. To this end, the process addressed the need to provide a robust and a more meaningful integration of regional concerns in national development policy formulation, implementation and analysis.

The policy is organized into four chapters. Chapter 1: Presents the genesis and global perspective on the basin-based approach in planning and utilization of the natural resources. The chapter also presents the policy vision, goal, objectives and guiding principles, which are in line with the national strategic development agenda and relevant international agenda/obligations. It further, highlights the challenges hindering sustainable utilization of the basin based natural resources. This section also presents the policy formulation process, the approach and the stakeholders' engagement.

Chapter 2: Gives the situational analysis regarding the Kenyan Basins. It highlights; the features of the basins and their geographical coverage, resource endowment and respective economic potentials, mandate of the regional development authorities, and some of the programmes and projects implemented and their contribution to the achievements of national development agenda.

Chapter 3: Constitutes the main body of this policy document. This chapter sets out the policy recommendations that will guide the sustainable utilization and management of the basin-based natural resources. Each sub-section in this chapter presents the context and the justification of the proposed policy direction to be pursued. It gives recommendations, inter alia, proposes principally aligning functions of the RDAs and the Directorate of Regional Development to the requirements of devolved system of governance and maintaining harmony with the functions of other related government agencies. It further covers, how cross cutting issues will be mainstreamed in the policy implementation process.

Chapter 4: This chapter elaborates the Instructional framework that will guide implementation of the policy. It captures the envisaged administrative and governance structure and how monitoring and evaluation of the policy will be effectively done during implementation, including provision for review of the policy from time to time as necessary.

I therefore extend sincere gratitude to all individuals and institutions that contributed towards the development of this policy. These include the players and partners in planning, environment, water, natural resources, agriculture, rural development, and energy and infrastructure sectors.

**Dr. Belio R. Kipsang, CBS**  
Principal Secretary  
**Ministry of East African Community and Regional Development.**

## ACKNOWLEDGMENTS

Preparation of this Regional Development Policy 2021 was because of the commitment from all the stakeholders to the delivery of the assignment. They steadfastly followed on and made invaluable contributions, through which it was possible to conclude the preparation process, which began back in 2012.

I acknowledge the leadership of the Ministry of East African Community and Regional Development through that of its State Department for Regional and Northern Corridor Development for prioritizing the finalization of the policy review and successfully coordinating the process, in close collaboration with the line agencies; the six Regional Development Authorities (RDAs).

To the Policy Review Committees right from the initial ones comprising staff of the Ministry and the RDAs, to the closing Committee drawn from the State Department coordinated by the office of the undersigned, Secretary Regional Development, they, deserve the much appreciation for preparing and coordinating the whole process towards actualization of this Policy. The whole team of the Committees comprised Mr. Christopher Musumbu, Mr. Charles O. Mwanda, Mr. Maina Kiondo, Mr. William O. Ogola, CEM, HSC, Dr. Alfred Mungai, Ms. Wanjiku Manyatta, Mr. Nicholas Thairu, Dr. Evans A. Atera, Eng. John M. Wainaina and Mr. Joseph Chirchir from the Ministry, together with representatives of the RDAs. The agencies were represented by Mr. Peter Bwogero, Mr. Joseph O. Okotto, Ms. Winnie Cheserem, Mr. Parmenas Mukeku, Mr. John Mwaniki, Mr. Geoffrey Rono and Mr. Norman Muraya. I extend special thanks for the dedication and effective coordination of the Committees sessions and tasks thereof by both Mr. Bwogero and Mr. Kiondo during the initial stages, and Mr. Ogola and Ms. Manyatta at the finalization stage of the policy delivery. Lastly, to all staff who gave the required support in various ways through all the working fora, inside and outside the boardrooms, we are indebted to your selfless teamwork exhibited this far. This enabled seamless communications, meetings and production of the numerous drafts to the final version of the document.

The Policy will go a long way in guiding formulation and implementation of various derivative documents such as the Regional Development Strategy among others. The Ministry will, with the participation of key stakeholders develop an Implementation Plan to facilitate roll out of the Policy. Against this background, I once again appreciate the Cabinet Secretary, Ministry of East African Community and Regional Development, Hon. Adan Mohammed, EGH for his overall guidance and leadership in the development of this Policy.

**Mr. Emilio Mugo**

Secretary Regional and Northern Corridor Development  
Ministry of East African Community and Regional Development.

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## LIST OF ABBREVIATIONS AND ACRONYMS

AGPO	Access to Government Procurement Opportunities
CBOS	Community Based Organizations
CDA	Coast Development Authority
CDF	Constituency Development Fund
CECM	County Executive Committee Members
CIDP	Chalbi Integrated Development Programme
CoK	Constitution of Kenya
DFRD	District Focus for Rural Development
DRD	Director of Regional Development
EAC	East African Community
EEZ	Exclusive Economic Zone
ENNDA	Ewaso Ng'iro North Development Authority
ENNIDP	Ewaso Ng'iro North Integrated Development Programme
ENSDA	Ewaso Ng'iro South Development Authority
ERS	Economic Recovery Strategy
FBO	Faith Based Organisations
FY	Financial Year
GDP	Gross Domestic Product
GLA	Great London Authority
GPP	Guidelines for Programmes and Projects
Ha	Hectares
HEP	Hydroelectric Power
ICT	Information and Communication Technology
IGRTC	Intergovernmental Relations Technical Committee
IRD	Integrated Regional Development
IRDPs	Integrated Regional Development Plans
KNBS	Kenya National Bureau of Statistics
KFS	Kenya Forestry Services
KOSFIP	Kimira Oluch Smallholder Farm Improvement Project
KVDA	Kerio Valley Development Authority



LAPSSET	Lamu Port South Sudan Ethiopia Transit Corridor
LATF	Local Authorities Trust Fund
LBDA	Lake Basin Development Authority
LCDA	LAPSSET Corridor Development Authority
LHDA	Lesotho Highland Development Authority
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MEA	Multilateral Environmental Agreement
MEAC&RD	Ministry of East African Community and Regional Development
MISHDP	Malindi Integrated Social Health Development Project
MORDA	Ministry of Regional Development Authorities
MTEF	Medium Term Expenditure Framework
MTP	Medium Term Plan
MW	Mega Watts
MWh	Mega Watt Hours
NEMA	National Environment Management Authority
NGOs	Non-Governmental Organizations
NPIs	National Public Investments
PCC	Projects Concepts Compendium
PIP	Policy Implementation Plan
PISCs	Projects Inter-agencies Steering Committees
PPP	Public Private Partnerships
PWDs	Persons With Disabilities
QCMs	Quarterly Consultative Meetings
RDCs	Regional Development Committees
RDAs	Regional Development Authorities
RDMP	Regional Development Master Plan
RDP	Regional Development Policy
RDPPs	Regional Development Programmes & Projects
RDS	Regional Development Secretary

RDSs	Regional Development Strategies
RMSs	Resource Mobilization Strategies
SDGs	Sustainable Development Goals
SDR&NCD	State Department for Regional and Northern Corridor Development
SEZ	Special Economic Zone
TA	Transition Authority
TARDA	Tana and Athi Rivers Development Authority
TVA	Tennessee Valley Authority
UK	United Kingdom
USA	United States of America
VRA	Volta River Authority

## DEFINITION OF CONCEPTS

For purposes of this policy, unless otherwise stated, the following words may be defined as follows:

1. **Basin:** an area of land constrained by a watershed divide from where all surface water drains to a lower elevation and include the exclusive economic zones;
2. **Basin area:** the area of a basin under the jurisdiction of a regional development authority;
3. **Region:** Means a Basin Area;
4. **Regional Development:** a holistic approach where different regional actors participate in the definition, decision-making and implementation of the most appropriate and sustainable development initiatives for both public and private sectors in support of coherent and integrated, productive and social infrastructure development;
5. **Integrated development:** a multi-sectoral development with interlinked actions that exploit synergy of multi-sectoral projects and programmes, natural resource systems and potentials for a lasting economic, physical, social and environmental improvement of a basin;
6. **Natural resources:** the physical non-human factors and components, whether renewable or non-renewable, including sunlight, surface and ground water, forests, biodiversity and genetic resources and rocks, minerals, fossil fuels and other sources of energy.
7. **Dam:** include a water impounding barrier, the reservoir created by the impounded waters and the immediate catchment around the water reservoir;
8. **Multi-purpose dam:** a dam constructed for water storage and used for more than one purpose; and
9. **Exclusive Economic Zone:** has the meaning assigned to it under the *Maritime Zones Act, 1989*;
10. **Cabinet Secretary:** The Cabinet Secretary responsible for matters relating to Regional Development Authorities;
11. **Board:** The Board of Directors of the various Boards of Regional development Authorities.
12. **REDD+:** Refers to conservation of forest carbon stocks, sustainable management of forests, and enhancement of forest carbon stocks.

13. **Regional Development Authority:** A national Government Entity established by an Act of Parliament of the laws of Kenya and mandated to plan, initiate and implement socio-economic development programmes and projects, and public investments in a basin

## EXECUTIVE SUMMARY

Sustainable regional development is critical in the economic development of the country. Over the years, as a way of enhancing regional development in Kenya, the Government has established six (6) Regional Development Authorities (RDAs) with a mandate of promoting integrated multipurpose development programmes and projects within their areas of jurisdiction.

In 2018, the Government established the Ministry of East African Community and Regional Development (MEAC&RD) with responsibility on the affairs of the East African Community and Regional Development. Following the Executive Order on the Organisation of Government issued in May 2020, the function of the Ministry regarding Regional Development docket is stipulated as: Co-ordination of Regional Development Authorities. The Ministry, while undertaking this specific responsibility, has the standing mandate of providing policy guidance, enhancing capacity building, management oversight and support for the RDAs. In pursuit of this mandate, the Ministry prioritized finalization of the review of the regional development policy and legislative framework of the RDAs, which had been started earlier in 2012 by the former Ministry of Regional Development Authorities (MORDA), where the RDAs were anchored, to align the 2010 Regional Development Policy with the requirements of the Constitution of Kenya 2010.

The development of this policy was a consultative and participatory process that was spearheaded by the MEAC&RD. The process entailed review of various relevant documents, interviews and stakeholders workshops.

The Vision of this policy is a country with vibrant, equitable and self-sustaining regional development in a globally competitive environment. Its overall goal is to provide a framework to achieve sustainable utilization and management of natural resources to spur harmonious, equitable and sustainable socio-economic development across the regions.

Key policy issues addressed include:

- a) Functions of the Regional Development Authorities (RDAs) as prescribed in their respective instruments that established them and policy documents;
- b) Compliance with the Constitution and operational legal provisions including; various applicable sectoral legislations, and Devolved system of governance;

- c) Governance and management of regional development agenda;
- d) Financing of the regional development agenda; and
- e) Framework for Implementation of the Policy.

Some of the policy interventions require appropriate legal framework. These have been incorporated in the proposed revised Acts of Parliament, The RDAs Bill 2021. The policy has been developed to be in harmony with the new realities of the Constitution of Kenya 2010 and the global best practices on the management and governance of the regional development institutions. Implementation of the policy will trigger faster regional economic growth by providing the desired environment for the Government (National and Counties), private investors, civil society and the community to participate meaningfully in the economic development of the various regions in the Country.

# CHAPTER ONE

## INTRODUCTION

### 1.1 BACKGROUND

1. Regional development is a holistic approach where different regional actors participate in the definition, decision-making and implementation of the most appropriate, and sustainable development initiatives. Regional development is critical in the attainment of balanced sustainable socio-economic development in Kenya. The country's regions are defined on basis of basins; which are endowed with vast exploitable natural resources. They are the Tana and Athi Rivers, the Ewaso Ng'iro South River, the Ewaso Ng'iro North River, the Lake Victoria Basin, the Kerio and Turkwel Rivers and the Coastal area.
2. However, despite concerted efforts by the Government to realize equitable and balanced development in Kenya through formulation of various macroeconomic as well as sectoral policies, economic and social disparities still persist across regions. These disparities manifest themselves through economic indicators such as human settlements, industrial development, balance of trade, per capita income, unemployment levels, and social indicators such as infant mortality rates, number of hospital beds, doctors, schools, access to public amenities like electricity and piped water, literacy levels, drop-out rates in education at different levels, enrolment ratios and incidences of infectious diseases.
3. Over the years, as a way of enhancing regional development, the Government has embraced basin (region) focused development strategy and established the six (6) Regional Development Authorities (RDAs) with specific mandates to achieve this. The RDAs were enacted between 1974 and 1990 with mandate of initiating, planning, coordinating and implementing integrated and multipurpose programs and projects for sustainable utilization and management of basin-based resources to foster sustainable social-economic development and empowerment of the communities.
4. National Government through the RDAs implements various basin based integrated development programmes and projects covering water development, hydropower

generation, technology transfer, irrigated agriculture and environmental management among others across the entire country to spur socio-economic development; integrated regional development master plans; and communities' empowerment through technology transfer and value addition, within respective areas of jurisdiction. The authorities have a unique mandate of overseeing economic and sustainable utilization and management of basin-based resources. They therefore, coordinate integrated planning and implementation of development programs and projects in their respective regions and provide advice on sustainable utilization and management of basin-based natural resources in their areas of jurisdiction.

5. Effective planning, development and implementation of regional development programmes/projects contributes to the social-economic development of the regions and the country through; employment creation, equitable distribution and sustainable use of resources, ensuring rural-urban balance and environmental management in line with the aspirations of Kenya's development blue-prints as well as commitments to regional inter-states, continental and global obligations.
6. This Policy aligns regional development agenda to the Constitution of Kenya 2010. The policy also, principally aligns functions of the regional development institutions, namely; the RDAs and the Directorate of Regional Development, to the requirements of devolved system of governance and in harmony with those of other related government sectors, to avoid duplication and enhance efficiency in natural resources utilization and service delivery.

## **1.2 HISTORICAL PERSPECTIVE OF REGIONAL DEVELOPMENT POLICY**

7. On background of the experienced problem of unbalanced economic development in the country, the Government adopted regional development approach by early 1970s to late 1980s and in 2007 formulated the first Regional Development Policy through the former Ministry of Regional Development Authorities (MoRDA), to provide framework that would facilitate evenly distributed growth across the country.
8. The 2007 Policy was reviewed in 2010 to make it more responsive to the changes in the operational environment facing the RDAs and to align the policy with the



Government aspirations as highlighted in the Kenya Vision 2030. The policy review revolved around six key pillars, namely: the establishment of a sound institutional framework for implementing the policy; the formulation of integrated regional plans; reforms in the legal environment in order to create a more cohesive framework for regional development, RDAs' investment and sustainability; and a robust monitoring framework that would develop and monitor the achievement of key indicators and milestones of regional development. The 2010 policy recognized existence of various actors in regional development and that, its provisions needed to be supported by an appropriate legal framework. In addition, the policy was intended to put the RDAs operations in line with the statutes that established them as well as ensuring that the RDAs are self-sustaining and able to contribute 20% of their revenue to the exchequer by 2030.

9. This Policy largely builds on and amends the 2010 Regional Development Policy in light of the Constitution. It responds to the requirements of the Constitution such as the devolved system of governance and to the prevailing operational environment locally, regionally and globally as well as to the current administrative reforms adopted by the National Government to attain sustainable environment, enhanced efficiency in natural resources utilization and meaningful service delivery.

### **1.3 RATIONALE OF THE POLICY**

#### **1.3.1 Rationale of the Policy**

10. Despite concerted efforts by the Government to realize equitable development through formulation of various macroeconomic policies, disparities persist among the country's regions. The importance of regional development policy for national development cannot be overemphasized. On one hand, it is relevant in countries where regional disparities are noted and the imbalances are rampant both from the point of view of attaining equity as well as maintaining social cohesion, while on the other hand, it promotes sustainable growth of the national economy through enhanced productivity and increased employment opportunities among other benefits.

11. Regional resources such as Basin-based natural resources and the transit and transport corridor initiatives have been identified as key drivers for equitable and sustainable development. It is, therefore, desirable to plan and manage these resources in an integrated and harmonious manner. The regional development RDAs' integrated approach to planning and coordination for utilization of the basin-based resources facilitates appropriate choices and trade-offs thus maximizing sustainability and productivity.
12. The Ministry of East African Community and Regional Development (MEAC&RD) was established by the Government through the Executive Order No.1 of June, 2018 (Revised), Head of Public Service Circular of 2nd April, 2019 and the Executive Order No. 1 of 2020 on Organization of the Government issued on 14<sup>th</sup> January 2020 and in May 2020 (Revised) to be responsible for coordination of the RDAs among other responsibilities. Currently, these authorities are domiciled in the State Department for Regional & Northern Corridor Development (SDR&NCD) whose mandate includes among others; Development and review of policies, strategies and regulations to guide the RDAs; Coordination and Oversight managements of the RDAs; Resource mobilization for the RDAs' projects and programs; and monitoring and evaluation of the RDAs performance. Full mandate of the Ministry, is captured in **Schedule I** of this policy.
13. The Constitution of Kenya 2010, Article 42(a) and 43 1(c & d) on environment and economic and social rights provides for a clean and healthy environment, clean and safe water in adequate quantities and freedom from hunger with adequate food of acceptable quality. Further, Article 66 (2) provides that investments in the exploitation of natural resources should be done in a manner that benefits local communities and their economies. In addition, Articles 10(2)(d), 60 (1) (c & e), 69, and the national government's function number 22 under the Fourth Schedule emphasize sustainable development as a national value and principle of governance.
14. Further, Kenya is a signatory to various international obligations including the Sustainable Development Goals (SDGs) of the United Nations which are the global

development benchmark up to the year 2030, the Paris Agreement on Climate Change, and other relevant protocols like the Agenda 2063 (with the AU vision of an integrated and prosperous Africa), which have now been adopted and domesticated in the government development planning framework, governance systems as well as statutes. The Kenya Vision 2030 enumerates a number of interventions aimed at fulfilling the fundamental rights as provided in the Constitution and transforming Kenya into a newly industrialized middle-income country providing a high quality of life to all the citizens.

15. To uphold the constitutional rights and deliver on the Kenyan long-term development blue print, a harmonized and coordinated integrated Basin-based development approach in planning and management of natural resources is indispensable. This can be achieved through undertaking integrated and multi-sectoral projects and programmes geared towards enhancing food security, access to water, equity and wealth creation opportunities for the poor, infrastructure development, energy as well as ensuring clean, secure and sustainable environment collectively contributing to the achievement of the SDGs among other aspirations.
16. The Constitution bestows upon the national government a critical role in public investments, management of natural resources and spurring economic and sustainable development. There is, thus the need for the National Government to continue taking the lead in: undertaking implementation of the national multi-sectoral and basin-wide development projects and programmes; developing basin-wide integrated development plans anchored on national development blueprints; undertaking strategic national government programmes and public investments; and spearheading interventions aimed at sustainable utilization and management of basin-based natural resource, and capacity building and technical assistance to the counties through various engagements such as technology transfer, assigned to the regional development authorities.
17. Following the promulgation of the Constitution of Kenya in August 2010, some of the functions of the National Government were devolved to the County

Governments, thus affecting some of the activities that were being undertaken by the RDAs. The National Government therefore, embarked on the process of reviewing the Regional Development Policy of 2010 in 2012 to align with the requirements of the Constitution. Given this background and in order to achieve its mandate, the MEAC&RD in turn, prioritized finalization of the review process; which forms the basis of this policy, the Regional Development Policy 2021.

18. This policy recognizes the Constitution especially the provision for national values and principles of governance, which includes equity, inclusiveness, equality, human rights, good governance, sustainable development and participation of the people among others. The policy also recognizes the devolved system of governance and provides basis for the need to review the legal framework that will facilitate its implementation, including the review of the RDAs' Acts and development of regulations thereof to enable the authorities effectively deliver their mandate in line with the statutes that established them.
19. This policy thus provides **a framework for an improved basin-based governance, resource allocation, partnerships and collaboration with the national and county governments, and non-state actors to enable the sector to contribute in meeting the country's growth and poverty alleviation goals within a sustainable environment.** There is need therefore, to embrace this policy taking into account changes that have taken place since the promulgation of the Constitution of Kenya 2010.

### **1.3.2 Justification of the Policy**

20. Since inception, the RDAs have faced numerous challenges emanating from external and internal reforms which have hampered the attainment of their mandate. In spite of these challenges, the RDAs have demonstrated to some extent the ability to spur regional socio-economic development and to address the regional disparities through sustainable utilization and conservation of natural resources by planning, coordinating, implementing and monitoring integrated basin-based programs and projects.

21. RDAs are a critical arm of the national government in the delivery of Integrated Basin-based Planning and development, coordination of integrated development, delivery of public investments and implementation of national strategic programmes/interventions and especially the Big Four Agenda. However, it has been shown that there is lack of sustainable coordination for multi-sectoral and trans-boundary programmes and projects. The existence of such multi and large-scale integrated infrastructural projects and programmes, including those planned by the RDAs that are multisectoral and trans-boundary, requires coordination to secure buy-in and sustainability from all sectoral and spatial administrative entities. The scope of such projects requires coordination from national agencies, mandated to undertake the coordination responsibility.

22. This policy will go a long way in actualizing the above mandate and having the regional development institutions operate smoothly; by providing a framework to achieve sustainable utilization and management of natural resources to spur harmonious, equitable and sustainable socio-economic development across the regions. The role of the RDAs in the coordination and implementation of the integrated programmes and projects is therefore important in **ensuring that the resources are utilized in the most optimal manner with minimum duplication of efforts and resource use conflicts.**

#### 1.4 VISION OF THE POLICY

23. A country with vibrant, equitable and self-sustaining regional development in a globally competitive environment.

#### 1.5 GOALS OF THE POLICY

24. The overall goal of this Policy is to provide a framework to achieve sustainable utilization and management of natural resources to spur harmonious, equitable and sustainable socio-economic development across the regions.

#### 1.6 OBJECTIVES OF THE POLICY

25. The specific policy key objectives are to:

- a) Inform the enactment and development of national policy and legislation on Regional Development Issues.

- b) Provide a framework for planning, coordination and implementation of National integrated and multipurpose Basin-wide Development Projects and Programmes.
- c) Provide a framework for implementation of Strategic National Government Programmes, and Public Investments for sustainable utilization of basin based natural resources.
- d) Provide information and advice to the Government and other agencies on utilization and management of Basin-based natural resources.
- e) Establish a framework for guiding harmonious utilization and management of basin based natural resources.
- f) Mainstream climate change resilience, mitigation and adaptation initiatives and other cross-cutting issues in the basin-based development.
- g) Establish Basin Based Research and Development framework.
- h) Establish an Institutional Framework for efficient basin based development.
- i) Establish a framework for Funding regional development.
- j) Integrate Partnership and Stakeholder Involvement in issues of regional development.
- k) Integrate Regional and International Obligations.

## 1.7 GUIDING PRINCIPLES

26. The principles that guide this policy are in accordance with the global best practices in basin-based development and the Constitution of Kenya 2010 as set out in Articles 6, 10, 42, 43, 60, 69, 186, 189, 191 and 232. These are, inter alia:

- a. *Principle of subsidiarity:* Which emphasizes on multi-level participation of a wide range of participants in the process of regional development. This is a general principle also found in article 7(1) of the EAC Treaty as one of the principles binding the EAC countries;
- b. *Principle of mutual cooperation:* That there shall be cooperation between all the levels of Government and all stakeholders in the implementation of this Policy. The Principle of cooperation is found in article 189 of the Constitution of Kenya (CoK 2010);

- c. *Environmental Right:* Every person in Kenya has a right to a clean and healthy environment and a duty to safeguard and enhance the environment;
- d. *Right to Development:* The right to development will be exercised taking into consideration sustainability, resource efficiency and economic, social and environmental needs;
- e. *Ecosystem Approach:* An integrated ecosystem approach to conserving environmental resources will be adopted and enhanced to ensure that all ecosystems are managed in an integrated manner while also providing a range of benefits to the citizenry;
- f. *Total Economic Value:* The benefits that ecosystems generate will be integrated into the national accounting system, programmes and projects;
- g. *Sustainable Resource Use:* Environmental resources will be utilized in a manner that does not compromise the quality and value of the resource or decrease the carrying capacity of supporting ecosystems;
- h. *Equity:* The management of the environment and natural resources will ensure equitable access to resources for present and future generations;
- i. *Public Participation:* A coordinated and participatory approach to environmental protection and management will be enhanced to ensure that the relevant government agencies, county governments, private sector, civil society and communities are involved in planning, implementation and decision making processes;
- j. *Good Governance:* Rule of law, effective institutions, access to information, transparency and accountability, professional ethics, respect for human rights, equity, non-discrimination and the meaningful participation of citizens will be integrated in environmental management;
- k. *Community Empowerment:* Communities will be involved in decision making and empowered in the implementation of such decisions;
- l. *Precautionary principal:* It emphasizes on caution, pausing and review before leaping into new innovations that may prove disastrous;

*m. Livelihood enhancement:* Livelihood improvement with a focus on fighting poverty shall be a major consideration for all strategies and programmes to be adopted for regional development;

*n. International and regional cooperation:* Multilateral Environmental Agreements (MEAs) and other regional instruments will be domesticated and implemented for sustainable development in accordance with the Constitution and other established legal and regulatory mechanisms.

## **1.8 STRUCTURE OF THE POLICY**

27. This policy is organized into four chapters. Chapter One contains the introduction covering the need for the regional development policy review and outlining the policy review process. Chapter Two gives an overview of the regional development case in Kenya and the in-depth justification for policy reform. Chapter Three constitutes the main body of the document and sets out detailed policy statements. Chapter Four presents the institutional framework on implementation of the policy. Lastly, the Schedules section of the policy is an elaboration on various elements of the policy.

## **1.9 THE POLICY REVIEW PROCESS**

28. Development of this policy was a consultative and participatory process that was spearheaded by the Ministry. The process put together emerging global best practices, the requirement of the Constitution of Kenya 2010, the country's development blueprints and the experience on regional development as practiced in Kenya. To this end, the process addressed the need to provide a robust and a more meaningful integration of regional concerns in national development policy formulation, implementation and analysis.

29. The Ministry carried out a series of engagements with key stakeholders, and reviewed earlier drafts of the policy in order to reach a consensus on a number of issues and themes which included the following:

- a) Identification of key areas in the Constitution against which the Policy must be aligned;



- b) Definition of the Policy Vision, Goal and the Objectives for basin based development, regional integration and natural resource management and conservation;
- c) Determination of synergies and areas of complementarity with other relevant sectoral policies to ensure alignment of cross-cutting issues; and
- d) Identification of relevant national, regional and international policies and laws in order to incorporate them in the revised policy.

30. The documents reviewed included the Constitution of Kenya 2010, the Kenya Vision 2030, the Medium Term Plans, Public Finance Management Act 2012, Mwongozo Code of Governance for State Corporations, the Strategic Plans, the Presidential Executive Orders, the RDP 2010, RDAs statutes, the Functional Analysis report by the former Transition Authority, SDGs Framework 2015, African Union Agenda 2063, Climate Change Act 2016, and other relevant sector policy documents.

31. The broad consultations with key stakeholders, were aimed at incorporating their views, contributions and suggestions. The stakeholders included National Government Ministries, Departments and Agencies (MDAs), RDAs, Members of the public within RDAs regions, The defunct Transition Authority (TA), Parliamentary Committee on Environment and Natural Resources, The Senate Committee on Land and Natural Resources, The Intergovernmental Relations Technical Committee (IGRTC) and The County Executive Committee Members (CECM) responsible for Environment. The Workshops held brought together stakeholders from both public and private organizations. A benchmarking tour to the Tennessee Valley Authority (TVA) in the United States of America (USA) was also undertaken in an endeavor to borrow best practices.

32. A stakeholders' validation workshop discussed and adopted this policy.

## CHAPTER TWO

### SITUATIONAL ANALYSIS

#### 2.1 THE CONCEPT OF REGIONAL DEVELOPMENT

33. Regional development is a holistic process where different regional actors participate in the definition, decision and implementation of the most convenient development initiatives for the current generation without affecting the economical investment capacity nor the social and the environmental stocks of the future generations. Some of the countries that have practiced this concept include: USA (Tennessee Valley Authority - TVA), UK (Greater London Authority - GLA), Ghana (Volta River Authority - VRA), Sudan (Gezira), Egypt (Aswan High Dam) and Lesotho (Lesotho Highland Development Authority - LHDA). In Kenya for instance, the Regional Development Authorities (RDAs) have adopted integrated regional development approach.

34. Moreover, most nations are moving towards a more democratic and decentralized approach to planning and implementing various development activities. Given these advances and the emergence of new regional dynamics, countries need to fine-tune current regional development policies and practices and also to develop new ones that are not only consistent with the present and future global context but also with the governance systems being adopted that are becoming more and more decentralized and grassroots oriented.

35. Regional development is important for countries and specifically for Kenya since it focuses on the development of regions considering their resource base and growth potentials that would help promote sustainable growth of the national economy through increased employment opportunities and enhanced productivity.

#### 2.2 COUNTRY BACKGROUND

36. Kenya has an area of approximately 582,646 sq. km, comprising 97.8% land and 2.2% water surface. Only 20% of the land area can be classified as medium to high potential agricultural land and the rest of the land is mainly arid or semi-arid. Forests,

woodlands, national reserves, and game parks account for ten percent (10%) of the land area, i.e. 58,264 sq. km.

37. Topographically, the country may be divided into four distinct geographical and ecological regions or zones with different patterns of land use, namely; the coastal plain, the arid low plateau, the highlands, and the Lake Victoria basin.
38. Kenya is endowed with various basin-based natural resources such as large tracts of natural forest, rich diversity of flora and fauna, marine resources as well as oil, minerals and natural gas. However, there are various challenges hindering the management and sustainable utilization of these resources. The challenges include but not limited to: adverse effects of climate change; recurrent floods and droughts; land degradation due to unfavorable agricultural practices and waste management practices; inadequate water storage facilities; inadequate irrigation facilities; and poor exploitation of natural resources as well as inadequate capacity and technical know-how to harness economic opportunities associated with the unique natural resources.
39. The need to use, protect and conserve these natural resources within basins which transcend county and international boundaries, is paramount and requires a more focused and coordinated approach in their management and sustainable utilization.
40. The 2019 Kenya Population & Housing Census Report gave Kenya's population as above 47.5 million people with an annual growth rate of 2.2%, compared to 37.7 million recorded in 2009. Females accounted for 50.5%. Number of households was above 12.1 million and average household size 3.9 members. Total urban population was at 31.2% compared to 24.1% in 2009. At mid of the year 2020, Kenya's population was over 53.7 million equivalent to 0.69% of total world's population, according to UN data.
41. There has been a decline in population growth rates in Kenya in the last two decades; 2.9% (1999-09) to 2.2% (2009-19). The mortality levels have however, remained high as a result of the persistence of tropical diseases such as malaria and nutrition deficiency, HIV and AIDS, as well as poverty related causes including widespread food shortages in some parts of the country. On the other hand, Kenya has made

significant progress in poverty reduction in the last two decades with poverty rate dropping from 52.3% in 1997/98 to 46.8% in 2005/06 and eventually to 36.1% in 2015/16.

### **2.3 REGIONAL DEVELOPMENT DISPARITIES**

42. Since independence, the Government of Kenya has recognized the issue of unbalanced economic development in the country and has over time put in place measures to reverse the trend through various policies and initiatives such as District Focus for Rural Development (DFRD), Constituency Development Fund (CDF), Local Authorities Transfer Fund (LATF) and other devolved funds, prior to the Constitution 2010. However, despite these concerted efforts by the Government to create balanced regional development, large disparities still exist, both within and among regions.

43. According to the 2019 Kenya Census and the Economic Survey 2020 by the Kenya National Bureau of Statistics (KNBS), there were notable improvements in the housing conditions and amenities in 2019. The proportion of households with cement as the main floor type was 43.7% compared to 41.0% in 2009 and that with iron sheets as the main roofing material increased from 73.2% in 2009 to 80.3% in 2019. 34.2% of households in the country relied on piped water as source of drinking water and 72.4% used pit latrine as a sanitation facility, whereas about 7.4% of households lacked access to toilet facilities. Firewood was commonly used type of cooking fuel with 55.1% of households in it, whereas LPG users represented 23.9%. Firewood/charcoal combined was used in 66.7% of the households, with 91.8% in rural and 27.0% in urban. 50.4% of conventional households used electricity mains as source of lighting fuel followed by solar at 19.3%. Rural population was still high, accounting for close to 70% of the population. More households practiced agriculture (52.7%), followed by those growing crops (46.3%), livestock keepers (38.8%), irrigators (3.0%) and fishing (0.9%) in that order, and lastly those in aquaculture (0.2%). Maize production declined to 39.8 million bags from 44.6

million bags in 2018, whereas total paddy produced increased by 42.6% from 112,600 tonnes in 2018 to 160,600 tonnes in 2019. Quantity of milk formally marketed was 668.2 million litres in 2019 compared to 634.3 million litres in 2018.

44. To further the efforts towards achieving balanced regional development, Kenya took a major step to promulgate the Constitution in 2010. The National Government prioritized implementation of the Constitution as seen in various areas including; Article 6 on Devolution and Access to Services, Article 10 on National Values and Principles of Governance, Articles 207, 217 & 218 on allocation of funds to the counties and Article 204 on Equalization Fund. The Constitution recognizes how critical utilization and management of the environment and natural resources is, in the improvement of livelihoods of the people of Kenya and creating wealth and overall growth of the country, and Article 69 on Obligations in Respect of the Environment.
45. Implementation of the Constitution has called for the ongoing reforms spearheaded by the National Government, which includes the management of the regional development policy, towards improvement of the welfare of the people in the regions and growth of the country at large.

#### **2.4 INTEGRATED REGIONAL DEVELOPMENT IN KENYA**

46. Over the years, as a way of enhancing regional development, the Government has embraced basin (region) focused development strategy and established six (6) Regional Development Authorities (RDAs) with specific mandates to achieve this. The RDAs were enacted between 1974 and 1990 with a mandate of initiating, planning, coordinating and implementing integrated and multipurpose programs and projects for sustainable utilization and management of basin-based resources to foster sustainable social-economic development and empowerment of the communities.
47. Kenya has practiced Integrated Regional Development (IRD) approach since early 1970s through establishment of the RDAs. The authorities were defined along rivers basins and large water bodies that included: the Tana and Athi and related Basins; the Kerio and related River Basins; the Lake Victoria and related river Basins; Ewaso

Ng'iro North and related River Basins; Ewaso Ng'iro South and related River Basins; and the Coastal Zone and related Basins as well as the Exclusive Economic Zone (EEZ). Features of the regions are elaborated in **Schedule II**.

48. These authorities were tasked with a unique mandate of managing and utilizing the basin-based natural resources by fostering integrated social-economic planning and development with a view of empowering the local communities. Since then, in conjunction with the Directorate of Regional Development, the RDAs spearhead the delivery of integrated basin-based, multi-sectoral and multi-purpose development programmes and projects in their respective areas of jurisdiction. Through this, they are responsible for overseeing, managing and providing advice to the government on the sustainable utilization and management of the Basin-based (region) resources.

49. The Regional Development Authorities are:

- i. Tana and Athi Rivers Development Authority (TARDA) Cap. 443 of 1974;
- ii. Kerio Valley Development Authority (KVDA) Cap. 441 of 1979;
- iii. Lake Basin Development Authority (LBDA) Cap. 442 of 1979;
- iv. Ewaso Ng'iro North Development Authority (ENNDA) Cap. 448 of 1989;
- v. Ewaso Ng'iro South Development Authority (ENSDA) Cap. 447 of 1989; and
- vi. Coast Development Authority (CDA) Cap. 449 of 1990.

#### **2.4.1 Programmes and Projects, and Public Investments in the Basins**

50. Integrated basin-based programmes and projects have made significant contributions in the development of the country as seen in the energy, water, environment, agriculture, transport and to some extent, health sectors. This has been achieved through the preparation and implementation of the integrated regional master plans for the respective basins.

51. Continuous public investment has always been a priority to the Government and in the Kenya's development blueprints, several public investment programmes are already conceptualized and earmarked for development within the existing basins. These programmes include development of multi-purpose dams, water towers conservation and management programmes, and other integrated basin investment programmes aimed at sustainably harnessing and exploiting some of the natural resources in these Basins, **Schedule II**.

## **2.4.2 Challenges of Integrated Regional Development**

52. Various challenges have faced the RDAs, especially during their projects implementation efforts. The major of them being: dwindling level of funding from the exchequer; lack of effective policy and legal instruments necessary for their existence and operations; change of policy within Government affecting revenue base; frequent reorganization of the coordinating department into various ministries; functions and overlaps with counties and other agencies; conflicts within the two levels of government leading to disharmony in project implementation other than synergy; inadequate of capacity required for project implementation; conflict in resource use within communities; and divesting of RDAs assets to other institutions, has affected the allocation of resources and revenue generation to the Authorities over the years.

## **2.4.3 Resource Mobilization**

53. The National Treasury through the MTEF budgeting process has continued to largely fund the operations of the ministries and its regional development agencies. However, this arrangement has proved to be unsustainable since the resource requirements by the Ministry and RDAs for example, is not matched with what is provided by the National treasury causing delay and stalling of some programmes.

54. In the past, the Ministry reviewed various mega Public Private Partnership (PPP) projects to attract funding, e.g. Magwagwa and High Grand Falls multipurpose dam projects but with no much good progress. Currently, there are some projects though, co-funded by various development partners, e.g. Wei Wei Integrated Development Project Phase III and the Mwache Multipurpose Dam (catchment management component), and more other projects such as the Lower Ewaso Ng'iro South multipurpose dams are pipelined for implementation subject to financing.

## **2.4.4 Legal and policy provision**

55. While the six RDAs were established through and are governed by various Acts of Parliament, a number of constraints have inhibited the realization of their aspirations. Some of these constraints include inadequate supportive legislation at national and regional level to enable the implementation of the plans and policies, persistent shifts in policy direction and more importantly, the changes brought about by the enactment of the Constitution of Kenya 2010 (CoK 2010).

56. Other constraints included the enactment of overlapping Acts of Parliament such as the Water Act and Power Act, resulting in the dilution of the mandate of RDAs and diversion of funds to other institutions for activities meant to be implemented by RDAs. Such activities, projects and programmes end up suffering from slow pace of implementation among other challenges, resulting in delayed benefits. Moreover, plans and policies have not been adequately matched with budgetary provisions for implementation, leading to inadequate development funding, high dependency on the exchequer for recurrent and capital requirements and poor remuneration to staff, which has over the years eroded the human and technical capacities of these institutions.
57. This policy incorporates results of functional analysis accomplished by the former **Transition Authority (TA)** that distinguished roles of the RDAs, from those of the other sectors and the County Government.

#### **2.4.5 Coordination of the RDAs**

58. The rationale for integrated approach to regional development is justified on the basis of the "unity and systems synergy of the ecosystems" which underpin the interrelationships of the basin's resources. In this relationship, the water resources, the land, and the forests, among others – together, are considered a "seamless web" of which one strand cannot be touched without affecting every other strand for good or ill. Integrated approach to planning and development recognizes the fact that projects (activities) for exploitation of natural resources are interrelated and interdependent and therefore, it is critical that integrated development is coordinated and overseen by an agency of the national government with a clear legal framework.
59. The existence of large-scale integrated projects and programmes that go beyond one county requires high level of centralized coordination to secure buy-in and sustainability from all spatial administrative entities. Lack of coordination would delay the realization of benefits as well as rampant environmental degradation. The scope of these projects span beyond any one county and sector thereby rendering coordination of the related activities as an intergovernmental national responsibility, both on technical and administrative points of view.

### **2.5 IMPACT OF THE INTEGRATED REGIONAL DEVELOPMENT (IRD) IN NATIONAL DEVELOPMENT.**

60. The impacts of the RDAs in national development are many and include the following:



- i. Increased access to water resources. For instance, RDAs have managed to build wells, weirs, dams, boreholes, water pans and irrigation infrastructure.
- ii. Sustainable utilization and management of natural resources. In respect to this, RDAs have undertaken elaborate regional development master plans, established tree seedlings nurseries, organized community awareness campaigns on environment conservation, planted trees and undertaken terracing.
- iii. Improved agricultural production through provision of high yield breed animals and training of farmers.
- iv. Increased output from both capture fisheries and Aquaculture. Some of the RDAs have been involved in fingerlings production, ponds construction, training on Aquaculture and fishing gears production.
- v. Social integrated projects. For instance, RDAs have undertaken community capacity building, investment promotion and resource utilization in their areas of jurisdiction.

## **2.6 THE ROLE OF IRD AND THE VISION 2030**

61. To accelerate the growth of the economy, the Government developed a long term blue print for the country; the Kenya Vision 2030, launched on 10<sup>th</sup> June 2008. The aim of the vision is to make Kenya a globally competitive and prosperous country by transforming it into an industrialized middle-income nation providing high quality life for all its citizens in a clean and secure environment. Simultaneously the Kenya Vision 2030 also aimed at achieving the Millennium Development Goals (MDGs) and currently, the 2030 Sustainable Development Goals (SDGs) of which the first goal is poverty alleviation.

62. The Kenya Vision 2030 is anchored on three pillars;

- i. The Economic pillar: Aims at providing prosperity for all Kenyans by attaining an annual growth rate of 10% and sustaining it through the Vision period. Under this pillar, flagship projects have been identified in tourism, agriculture, manufacturing, wholesale and retail, business process outsourcing and financial services.

- ii. The Social pillar: Seeks to build a just and cohesive society with social equity in a clean and secure environment. To achieve this the priority sectors identified include education and training, health, water and sanitation, the environment, housing and urbanization, gender, youth and vulnerable groups.
- iii. The Political pillar: Aims to realize an issue-based, people-centred, result-oriented and accountable democratic system. The specific areas identified for achievement of this priority are respect for the rule of law, protection of individual rights and freedom, electoral and political processes, democracy and public service delivery, transparency and accountability, security, peace building and conflict resolution.

63. The Kenya Vision 2030 highlights the various challenges that the country will face in its quest to achieve the vision of a globally competitive and prosperous nation. These challenges include: greater competition at the international level emanating from changing global economic trends; ensuring continued macro-economic stability; minimizing institutional risks, especially related to governance and security; scaling up the quantity and quality of infrastructure, especially the condition of roads, access to and reliability of water, affordable electricity and efficient port and rail services; promoting efficiency through adoption of new technologies, reducing costs of doing business; innovations in industrial and marketing value chains and raising the level of investments from the current to higher ceilings.

64. The country has made progress in tackling some of these challenges as seen with bold steps made such as in the promulgation of the Constitution in 2010 and commencement of its implementation immediately, improvement of quality of infrastructure like in the transport (roads & railway) and communication, and to some extent, the energy sectors. However, recent reports on well-being in Kenya confirmed that economic and social disparities persist among regions. These disparities manifest themselves through economic indicators such as human settlements, industrial development, balance of trade, per capita income, unemployment levels, and social indicators such as infant mortality rates, number of hospital beds, doctors, schools,

access to public amenities like piped water, literacy levels, drop-out rates in education at different levels, enrolment ratios and incidences of infectious diseases.

65. According to the Kenya's Economic Survey 2020 by the KNBS, the country had GDP growth of 5.4% in 2019 and GDP per capita of Ksh. 204,783. The growth was spread across all sectors of the economy but was more pronounced in the service-oriented sectors. Total number of jobs generated was 846,300, and wage employment in Private and Public sectors were 2,063,000 and 865,200 respectively. Annual inflation rate was 5.2% compared to 4.7% in 2018, mainly owing to influence by increased food prices during the period under review. Government expenditures in FY 2019/2020 were; Ksh. 3,256.1 Billion and Ksh. 483.4 Billion for National Government and County Governments respectively. Agriculture sector's performance (growth) to the economy in 2019 was 3.6%, with Value of marketed production of Ksh. 465.7 Billion. Environment and Natural Resources share of GDP performance was 3.2% growth, with Total Gross Value Added from the sector worth Ksh. 307.2 Billion, including earnings from fish landing of Ksh. 23.7 Billion in the year. Total development expenditure on water and related services was Ksh. 45.8 Billion in FY 2019/2020. Area under government forest plantation stocking in 2019 was 147,600 Ha. Total electricity generated including imports was 11,620.7 GWh, whereas total installed electricity capacity was 2,818.9 MW. The Manufacturing sector grew (i.e. real value added) by 3.2%, with Value of output worth Ksh. 2.6 Trillion. Formal employment in this sector was 353,300. Growth in the Construction sector in 2019 was 6.4% and total government expenditure on Roads was Ksh. 169.9 Billion in FY 2019/2020. Tourism sector earnings was Ksh. 163.6 billion in 2019 and Hotel bed night occupancy was 9,160,800. Transport and storage sector had value of outputs worth Ksh. 1,399.4 Billion and total commercial passenger traffic through the airports was 12.1 Million, whereas total cargo throughput at Mombasa Port was 34.4 Million tonnes. Nominal GDP of the country rose from Ksh. 8,892.1 Billion in 2018, to Ksh. 9,740.4 Billion in 2019.

66. To operationalise the Kenya Vision 2030, the Government developed the first, second and currently, the third Medium Term Plans (MTP) outlining the strategies for the five years during 2008-2012, 2013-17 and 2018-2022 respectively. The reviewed regional development policy will contribute towards achievement of Vision 2030 and the MTPs through implementation of different flagship projects. Implementation of the identified flagship projects will contribute towards poverty reduction, income generation, employment creation, gender mainstreaming, environmental conservation, improved ease of doing business and enhanced regional integration among other benefits.

67. The current plan, MTP III (2018-22), continues the country's transformation and modernization to create more quality jobs, raise the living standards of every Kenyan, end inequality and lift more Kenyans out of poverty. It also aims to continue developing the country's transport, ICT and energy infrastructure to attract global industry and create high quality and hi-tech jobs. Further, MTP III plans to maintain a stable macro-economic environment and pursue policies that support high rapid and inclusive economic growth, ensure price stability and sustainable debt levels. Implementation of this Plan will leverage on the Government sustaining the momentum in reforming the public sector through among others digitization of all government services, strengthening policy, legal and institutional frameworks for devolution, improving governance and the rule of law, and the fight against corruption.

## **2.7 THE CONSTITUTION OF KENYA 2010**

68. The CoK 2010 provides for a two tier structure of government, i.e. the National and the County Governments. It distributes the functions and powers between the two levels as detailed in Chapter Eleven and the Fourth Schedule and has enhanced protection and enforcement of fundamental rights among other gains. Under the Devolution provision, the CoK 2010 has introduced significant changes in the governance structures in the country especially in relation to administrative, resource allocation and service delivery functions. The distribution of functions and powers between the two levels, *inter alia*, under Articles 186(1) and 187(2).

## CHAPTER THREE

### THE REGIONAL DEVELOPMENT POLICY FRAMEWORK

#### 3.1 BACKGROUND

69. Currently, regional development functions mandate rests with the six Regional Development Authorities (RDAs).

70. The 2010 Regional Development Policy addressed ten key areas identified during the review of the 2007 policy, namely; RDAs functions; Governance and management of RDAs; Integrated Regional Development Plans (IRDPs); Intellectual property; Public-Private Partnerships (PPP) arrangements; Financing and sustainability of RDAs; RDAs performance management framework; RDAs procurement and disposal of assets; Land and land use; and Monitoring and evaluation.

71. Towards making the RDAs more effective vehicles for development, the 2010 policy identified primary role of the RDAs as to *promote socio-economic development through sustainable utilization and management of basin-based resources*. It enlisted the specific functions of the RDAs as:

- i. To cause the construction of any works necessary for the protection and utilization of the water, soils and natural resources in the region;
- ii. To identify, assemble and correlate all the data related to the use of water and other resources within their jurisdiction as may be necessary for the efficient forward planning of the area;
- iii. To maintain a liaison between ministries, the private sector and other agencies in the matters of development of the region with a view to ensuring the best use of available regional resources;
- iv. To advise the Government, the private sector and other agencies/institutions on resource-based investment in the regions;
- v. Initiate, plan, market and implement projects geared towards protection and sustainable development of Kenya's river, lacustrine, oceanic and natural resource base;

- vi. Establishment of mechanisms and instruments for empowering local communities to participate in utilization of waters, soils and natural resources in the region; and
- vii. To undertake programmes/projects that will ensure sustainability of RDAs' activities.

72. This policy, Regional Development Policy 2021 borrows from the 2010 policy and is focused on **five key issues** prioritized during the latter policy review process, namely:

- i. Functions of the RDAs as prescribed in their respective instruments that established them;
- ii. Compliance with the Constitution and operational legal provisions including; various applicable sectoral legislations, and Devolved system of governance;
- iii. Governance and management of regional development;
- iv. Financing of the regional development agenda; and
- v. Framework for Implementation of the Policy.

73. The policy (2021) recognizes the Constitution and devolved functions, and accordingly defines functions of the RDAs under identified Eleven (11) Policy Objectives.

### **3.2 FUNCTIONS OF THE REGIONAL DEVELOPMENT AUTHORITIES**

74. The Constitution of Kenya 2010 provides two levels of governments; National and County governments, with distinct functions. Currently, there are six (6) RDAs; established through the various legal frameworks, including Acts of Parliament. Besides these authorities, there are other actors involved in regional development activities. The actors include the County Governments and various sectoral institutions with own individual mandates to undertake respective development activities in the regions. It is against this backdrop that this policy proposes review of the Acts of the RDAs to align the functions to the Constitution of Kenya 2010 and also to develop supporting regulations. The regulations are ultimately required to enable the effective

carrying of the mandates, powers and functions performed by the regional development institutions.

75. This policy therefore, purpose to progress the constitutional and operational legal framework by proposing the following Functions under each of the identified Policy Objectives:

**Policy Objective I:**

76. **Inform the enactment and development of national policy and legislation on Regional Development Issues.**

The Kenya constitution 2010 provides two levels of governments National and County governments with distinct functions. There are Six Regional Development Authorities established through various Acts of Parliament. As the RDAs were established before the coming into force of the constitution there is need to review the legislations establishing the RDAs to realign the RDA's functions to discharge the national government functions as per the constitution. In addition, regulations are required to enable the effective carrying of the mandates, powers and functions performed by the RDAs.

It is against this backdrop that this policy proposes review of the various legislations to align the functions of Regional Development Authorities to the Constitution of Kenya 2010 and develop supporting regulations.

**Policy Statements**

**The government shall:**

- a) Undertake continuous review of policies on regional development*
- b) Review the various legislations on regional development and align them to the Constitution of Kenya*
- c) Develop regulations to support effective delivery of the basin-based integrated development function.*
- d) harmonize the RDAs laws with other sectoral laws in order to achieve national development objectives.*
- e) regularly review the RDAs Acts to ensure inclusion of emerging issues and to enhance sustainable Basin based development.*

- f) create awareness on RDAs policy and legislation among stakeholders.*
- g) develop a coherent and coordinated regulatory framework for sustainable basin based development.*

## **Policy Objective II:**

### **77. Provide a framework for planning, coordination and implementation of National integrated and multipurpose Basin-wide Development Projects and Programmes.**

The management and development of natural resources in Kenya has been recognized as key to equitable and sustainable socio-economic development and growth. However, unsustainable development of natural resource endowments has several basic limitations hindering promotion of broad-based, equitable and sustainable socio-economic development in the Country. Despite the challenges, integrated basin-based development holds significant opportunities that could enhance food production, energy availability, transportation, industrial development, environmental conservation and other related sustainable development activities. It offers unique opportunities as a catalyst for greater basin-wide integration both socio-economic and political with potential benefits exceeding those derived from stand-alone sectoral development initiatives.

The inter-relationship among basin-based resources and their harmonious exploitation within the framework of this policy necessitates a more holistic integrated approach to their utilization from an ecosystem level to ensure contribution to national economic growth. Implementation of basin-based Integrated and multipurpose Development Projects and Programmes will ensure that these relationships and their exploitation are done within agreed frameworks for improved livelihoods.

This policy therefore seeks to guarantee a more holistic approach to sustainable exploitation and utilization of these natural resources in order to ensure socio-economic growths and development.

## **Policy Statement**

### **The Government shall:**

- a) Develop and maintain comprehensive natural resources data base*
- b) Develop and implement regional Master plans*
- c) develop, co-ordinate and implement multi-sectoral basin-based development projects and programmes*



- d) initiate, develop and manage multipurpose dams to spur regional socio-economic development and address the regional disparities*
- e) initiate, plan and implement intra and inter-basin water transfer schemes*

### **Policy Objective III:**

**78. Provide a framework for implementation of Strategic National Government Programmes, and Public Investments for sustainable utilization of basin based natural resources.**

The National Government strategic programs and projects are designed to increase the overall effectiveness as well as facilitate the process of equitable and sustainable social-economic development. A number of the existing basin-based resources could be exploited in a manner fostering the national interests to stimulate rapid growth and development in the country. The policy provides a multi-sectoral and multi-disciplinary framework suitable for the management and development of basin-based resources through national strategic programmes.

### **Policy Statement**

**The Government shall:**

- a) implement integrated multi-sectoral programmes and projects, relevant National Government Strategic programmes and Public Investments, and performance of other related functions and activities as may be necessary to promote and sustain socio-economic development; and*
- b) advice the government and other institutions on basin-based investment.*

### **Policy Objective IV:**

**79. Provide information and advice to the Government and other agencies on utilization and management of Basin-based natural resources.**

Integrated Regional Development Planning is essential and necessary for equitable sustainable development, especially within the basin wide context of development. Currently, there is a challenge in coordination, management and development of basin based natural resources. Following creation of the county governments, basins' resources were fragmented by county boundaries making it difficult to plan for the exploitation of natural resources that transcend county and international boundaries.

This policy provides a holistic framework for planning and co-ordination of development programs and long term strategic interventions within the basins.

### **Policy Statement**

#### **The Government shall:**

- a) Initiate, undertake and co-ordinate feasibility and other studies on such areas as may be necessary;*
- b) Establish and maintain a comprehensive data base on studies results;*
- c) Avail its master plans to guide development initiatives;*
- d) Monitor and evaluate basin-based integrated development programmes and projects for effective planning and implementation;*
- e) Undertake research and development programmes;*
- f) Establish partnerships on research initiatives and publish/disseminate/implement research findings/information related to basin area;*
- g) undertake and report on the progress of implementation of regional and international obligations with respect to conservation and sustainable utilization of natural resources;*

#### **Policy Objective V:**

**80. Establish a framework for guiding harmonious utilization and management of basin based natural resources.**

To achieve efficiency and sustainable utilization and management of natural resources and spur harmonious, equitable and sustainable socio-economic development across the regions, there is need to leverage on synergies and ensure that investments are coordinated and guided to avoid duplications. This policy proposes the establishment of a framework for the coordination and guidance of development across the basins to ensure equitable and harmonious development and reduce resource-based conflicts.

### **Policy Statement**

#### **The Government shall:**

- a) Provide a framework for coordination of development of natural resources across basins to foster equitable, sustainable and harmonious development;*

- b) Organize consultative forums with relevant stakeholders on sustainable basin based natural resource conservation and utilization initiatives;*
- c) Establish mechanisms for resolving conflicts between different actors in sustainable Natural Resource Utilization.*
- d) Undertake programmes and projects for promotion and resolution of basin-based resource use conflicts in collaboration with other relevant authorities and stakeholders;*

## **Policy Objective VI:**

### **81. Mainstream climate change resilience, mitigation and adaptation initiatives and other cross-cutting issues in the basin-based development.**

#### **i) Climate change resilience, mitigation and adaptation**

The effects of climate change are being felt across the country and mostly severe among the marginalized communities, despite attempts made to address the challenges. The human and economic losses caused by natural disasters and resource use conflicts which are closely linked to environmental changes and climate sustainability are a major obstacle to socio-economic development and poverty eradication. The overriding principle of this policy is to foster sustainable socio-economic development through capacity building for resilience to the effects of climate change including droughts, floods, food insecurity among others.

#### **Policy Statement**

##### **The Government shall:**

- a) Mainstream climate change resilience, mitigation and adaptation measures on regional development*
- b) Build capacity and resilience of communities through technology transfer and other means, including promotion of renewable energy technologies*

#### **ii) Gender, Youth and Persons with Disabilities and Persons with Special Needs**

The issues of Gender, Youth, Persons with Disabilities (PWDs) and Persons with Special Needs including but not limited to Orphans, Widows and the Elderly are cross-cutting in nature and critical in the achievement of sustainable socio-economic development.

It is generally understood that mainstreaming of cross-cutting issues is a strategy to make them an integral dimension of the design, implementation, monitoring and evaluation of development policies and programmes.

This requires that affirmative action is incorporated in all appointments as well as Access to Government Procurement Opportunities (AGPO). It is critical that persons with special needs, youth and women are deliberately empowered to enable their participation in the sustainable management of the natural resources in the Basins.

### **Policy statement**

#### **The Government shall:**

- c) Mainstream all issues concerning gender, youth, persons with disabilities and persons with special needs in the operations of the regional development institutions in accordance to the existing relevant policies and laws.*

### **Policy Objective VII:**

#### **82. Establish Basin Based Research and Development framework.**

Basin based development in Kenya can be improved through research on technology transfer productivity, efficiency and value addition, and investment in research and development focusing on basin based development. Disciplines such as productivity, health, crop diversification, processing, value addition, intellectual property rights and indigenous knowledge is critical for improved performance of the sector. Further, global needs for certification require research in suitable criteria and indicators.

A vibrant and proactive basin based development sector requires a strong research strategy for technology development and transfer. Appropriate technologies will be generated for different areas across the RDAs and production of sufficient seed materials, efficient technologies for processing of products, methods of value addition and innovative alternatives, and best management practices among others. This will ensure that sectoral activities are premised on a strong scientific base.

### **Policy Statements**

#### **The government shall:**

- a) support basin based research in critical areas to ensure generation of appropriate technologies for development*

- b) invest in integrated and multidisciplinary research on products for livelihood support and economic growth*
- c) Develop a framework for engaging relevant sectoral research-based institutions to promote regional development agenda*
- d) develop mechanisms to link research findings to users, and encourage private sector participation*
- e) support counties' capacity to disseminate research findings for use by communities and individuals engaged in basin based development through enhanced extension services.*
- f) promote research and training to improve uptake value addition and processing technologies.*
- g) support communication platforms between researchers, communities, county and central governments and other stakeholders to discuss basin based matters.*
- h) develop a framework for engaging young volunteers and senior citizens in basin based development activities*
- i) encourage and strengthen collaboration with regional and international institutions*
- j) carrying out multidisciplinary policy research on basin based development.*

#### **Policy Objective VIII:**

#### **83. Establish an Institutional Framework for efficient basin based development.**

The Ministry of East African Community & Regional Development is responsible for the RDAs. Ministries responsible for Water, Agriculture, Environment and Natural Resources, also deal with and utilize natural resources. The Constitution of Kenya in Schedule 4 classifies natural resource conservation and management as a National Government function.

RDAs are national agencies mandated to initiating, planning, coordinating and implementing integrated and multipurpose programs and projects for sustainable utilization and management of basin-based resources and fostering integrated sustainable social-economic development and empowering the communities. Due to the wide range of stakeholders, some of whose activities are incompatible, mechanisms detailing clear

roles and responsibilities are needed to minimize the potential for conflicts and misunderstanding.

The projects being implemented by RDAs are being done in the counties and for the benefits of the county populations. This makes the County governments key stake holders in RDAs project implementation. Furthermore, for projects counting across counties, RDAs remain the most appropriate agency to carry out the implementation. There is therefore a need for clear mechanisms of engagement between RDAs and County governments to avoid conflicts between the two levels of government in Regional development management.

## **Policy Statements**

**The government shall:**

- a) build and strengthen capacity of regional development parent Ministry and RDAs.*
- b) strengthen the policy, oversight, reporting and public sensitization function of the Ministry responsible for RDAs.*
- c) establish a framework for inter-agency cooperation and stakeholder engagement for sustainable Basin Based Development in Kenya to ensure that RDAs effectively deliver their mandate.*
- d) clarify institutional mandates of the lead government ministries, and agencies such as Ministries responsible for environment, forestry, agriculture, mining, energy, water, NEMA, and KFS for better cross-sectoral and inter-sectoral coordination and policy integration in Basin Based Development*
- e) create linkages between key stakeholder Ministries, Departments & Agencies (MDAs) and County Governments to ensure sustainable Basin Based Development..*
- f) ensure equity and inclusivity in terms of ownership, control and access to Natural Resources.*
- g) put in place mechanisms to ensure the involvement of women, youth, marginalised communities and persons with special needs in sustainable Natural Resource management approaches that ensure all Kenyans participate in decision making and in designing and implementing basin based interventions.*
- h) enhance resource and human capacities in RDAs.*

- i) strengthen institutional linkages between research, education, administration and resource owners.*
- j) improve institutional knowledge management capacity and cooperation on issues of interest to Natural Resource management, such as REDD+.*
- k) put in place a clear framework for collaboration in Regional Development functions between the National Government and County Governments.*

## **Policy Objective IX:**

### **84. Establish a framework for Funding regional development .**

Basin Based Development and Regional Integration requires adequate financial resources. Funding of RDAs activities for example, has mainly been from the central government and development partners. Basin based development is an investment involving the basin-based programmes and projects, technology transfer, establishment of the RDAs and natural resource conservation over long periods of time. This requires long-term funding.

As a result of reduced revenues from past mega investments achieved by the RDAs for example, there is need for the government to support proposed mega-anchor investments/projects to generate adequate revenue to support other initiatives and create *regional economic pillars* or act as *economic growth poles*.

## **Policy Statements**

### **The government shall:**

- a) mobilize resources to undertake investments for sustainable utilization of basin based natural resources*
- b) provide adequate funds for basin-based development, technology development and transfer and natural resources conservation through annual budgetary allocations.*
- c) promote investments in the regions by providing appropriate fiscal and economic incentives and developing value chains for the basin-based resources.*
- d) create a more diverse business environment and make investments in the basin based development more competitive.*

- e) explore and adopt alternative innovative sources of funding basin based development*
- f) mobilise resources from development partners, private sector, and other financing stakeholders to support basin based development.*

## **Policy Objective X:**

### **85. Integrate Partnership and Stakeholder Involvement**

The private sector, civil society, communities and other non-state actors play a vital role in Natural resource management and conservation. Communities are responsible for community land, which include natural resources lawfully held, managed or used by specific communities; To ensure that natural resources are sustainably managed and contribute to national development, comprehensive institutional reforms are needed to assign and clarify the roles and responsibilities of different players in the basins.

Non-state actors have the advantage of being more independent of political pressures than governmental agencies and play a leading role in agenda setting, policy development and resolution of resource conflicts at the local level. Professional societies for instance, are established to advance the research and technology and practice of professional natural resource management, enhance the professionalism and the formulation and implementation of basin based development policies and practices.

Participatory natural resource management and sound conservation practice has potential to improve on natural resource protection, management and growth by involving relevant non-state actors and local communities in planning and implementation.

## **Policy Statements**

### **The government shall:**

- a) promote stakeholder participation at all levels in basin based sector planning, implementation and decision making.*
- b) support non-state actors and local communities to undertake basin based related development activities and investments.*
- c) develop and implement strategies for natural resource conflict resolution and management.*
- d) develop an institutional framework and mechanisms for effective participation of stakeholders in natural resource management.*



- e) support communities, commercial tree entities and land owners to invest in natural resource utilization for development.*
- f) promote partnerships between public, private actors and communities in natural resource management and conservation programmes on public, private and community lands.*
- g) provide incentives to communities, commercial entities and landowners for natural resource management and conservation, and encourage voluntary conservation easements.*

#### **Policy Objective XI:**

#### **86. Integrate Regional and International Obligations**

The effective management of trans-boundary environmental resources including rivers and catchment areas necessitates regional and international cooperation. Kenya is a party to a number of multilateral and regional agreements, protocols, and conventions that impact on rivers, catchment areas and other natural resources. Aspects of multilateral environmental agreements (MEAs) and other regional instruments and protocols need to be integrated into regional development programmes, strategies and plans.

#### **Policy Statements**

##### **The government shall:**

- a) ensure integration and implementation of multilateral environmental agreements and other regional instruments and protocols into basin based programmes, strategies and plans.*
- b) support the harmonization of regional natural resource policies, including investments using natural resources.*
- c) promote the establishment of trans-boundary natural resource source management agreements.*
- d) provide support to enable enhancement of participation of key stakeholders in all aspects of the implementation of relevant Multilateral Environmental Agreements (MEAs), including their incorporation into national delegations to international environmental negotiations.*

## CHAPTER FOUR

### INSTITUTIONAL FRAMEWORK FOR REGIONAL DEVELOPMENT

#### 4.1 THE 2010 POLICY PROPOSALS

##### 4.1.1. Background

87. The 2010 policy stated in its background that, Regional development activities are implemented by many agencies including sectoral ministries, development partners, local authorities, non-governmental organisations (NGOs), community based organisations (CBOs); faith based organizations (FBO), state corporations and private sector agencies. However, poor coordination of the activities has led to duplication of projects, overlaps and conflicts, all of which have reduced the impact of these organizations in regional development. RDAs, being in charge of integrated regional development, have a special role of ensuring that all development projects are undertaken in a smooth coordinated way so as to avoid duplication and conflicts among development partners.

88. The solution to this problem calls for establishment of an institutional framework that entrenches regional development in the national development framework as well as providing a coordinating mechanism that will facilitate linkages among the various players.

##### 4.1.2 Director of Regional Development (DRD)

89. The 2010 policy restated; to ensure that regional development activities are entrenched in national development, the office of the Director of Regional Development (DRD) was established. The office has the responsibility of ensuring that RDAs achieve their mandate and that the goals and objectives of the regional development policy are achieved. The office of the Director of Regional Development (DRD), has the following:

- i. Formulating and coordinating integrated regional development policy and strategies.
- ii. Coordinating issues relating to regional/international protocols, agreements and conventions in liaison with other Ministries/stakeholders.

- iii. Coordinating regional development projects and programmes.
- iv. Enhancing linkages with development partners, public/private sector institutions and other stakeholders.
- v. Interpreting and application of the Regional Development Authorities Acts and related statutes in line with the Ministry's goals and objectives.

## **4.2 THE 2021 POLICY REQUIREMENTS**

### **4.2.1 Background**

90. This policy aligns with the Constitution of Kenya 2010 and provides a framework for the RDAs to efficiently and effectively spur basin-wide harmonious socio-economic development through sustainable utilization and management of the basin-based natural resources.

### **4.2.2 Coordination Framework for the RDAs**

91. In their capacity as coordinators of regional development, the RDAs will advise Government, development partners and other stakeholders in the region to ensure economical and sustainable use of resources. Thus, the strategic role of these agencies, shall be to advise key regional and sub-regional partners to support the achievement of regional economic development priorities as well as to contribute to the integrated regional plans in their respective regions.

92. To facilitate this role, each of the RDAs shall:

- i. Ensure formulation, implementation and coordination of Regional Development Programmes & Projects (RDPPs), and National Public Investments (NPPIs);
- ii. Ensure availability and implementation of respective Integrated Regional Development Plans (IRDPs) and Resource Mobilization Strategies (RMSs);
- iii. Undertake coordination and management of trans-boundary and multi-sectoral shared resources and infrastructure in the regions;

- iv. Develop and ensure implementation of framework for harmonious utilization and management of basin resources;
- v. Mainstream integration of cross-cutting issues, innovations and research & development in regional development agenda;
- vi. Establish Regional Development Committees (RDCs), and nominate a member to these committees. This shall ensure that the regional development agenda is mainstreamed into the regional development framework; and
- vii. Organize at least one consultative meeting annually, of the key stakeholders in their area of jurisdiction.

#### **4.2.3 Regional Development Secretary (RDS)**

93. For efficient and seamless operations of the RDAs, there shall be Directorate, responsible for coordination of functions of the RDAs.

94. The Directorate shall be headed by Regional Development Secretary (RDS) and have such number of staff as maybe determined, from time to time.

95. To facilitate this role, the Directorate shall:

- i. Ensure availability and implementation of Regional Development Policy (RDP), Regional Development Strategies (RDSs) and Guidelines for Programmes and Projects (GPP), delivery;
- ii. Ensure formulation and implementation of Regional Development Master Plan (RDMP) and Projects Concepts Compendium (PCC);
- iii. Oversight governance of the RDAs and management of resources, programmes & projects, and investments in the basins/regions;
- iv. Pursue obtaining effective regional development institutional and legal framework; Acts and Regulations;
- v. Ensure availability of resources (financial and infrastructure) for the Directorate and the RDAs;
- vi. Advise on requisite capacity and staffing levels for the Directorate;

- vii. Undertake capacity building and promote reforms, modernization and innovations in regional development agenda;
- viii. Organize at least Quarterly Consultative Meetings (QCMs) with the RDAs, at its head office and or on a rotational basis across the RDAs regions. The meetings will be chaired by the Accounting Officer responsible for the Directorate or his/her representative;
- ix. Pursue establishment of effective Projects Inter-agencies Steering Committees (PISCs), and facilitate nomination of representatives in these committees. The PISCs will embrace representation from relevant RDA, Ministries, County Executive Committee Members and Regional Commissioners; chaired by the Accounting Officer responsible for the Directorate or his/her representative. Procedures for the meetings will be determined by the designs and requirements of the affected programmes and projects, and will include at least bi-annual consultative meetings. Agencies of the membership sectoral Ministries and Counties, will participate at the RDAs levels, as applicable;
- x. Develop Policy Implementation Plan (PIP), and operationalize its Monitoring & Evaluation framework; and
- xi. Pursue the review of this policy from time to time as need arises.

#### **4.2.4 Policy Implementation Plan, Monitoring and Evaluation**

##### **a) Policy Implementation Plan**

96. The Directorate shall develop an Implementation Plan for the Regional Development Policy roll out, with the participation of key stakeholders. The Policy Implementation Plan will designate the roles and responsibility of all parties and shall include a set of performance indicators and measures to assess progress towards the effective sustainable and integrated exploitation of natural resources, and development and management of programmes and projects.

## **b) Monitoring and Evaluation**

97. Monitoring and evaluation (M&E) shall be an essential strategy in the implementation of this Policy. The Directorate shall:

- i. Develop a monitoring and evaluation framework to assess the impact of the policy on regional and national outcomes;
- ii. Develop and institutionalize tools for effective monitoring and evaluation;
- iii. Undertake monitoring and evaluation as an oversight role to assess performance of the RDAs; and
- iv. Undertake continuous monitoring and evaluation of the programmes and projects, to ensure value for investment.

### **4.2.5 Review of this policy**

98. This policy will be reviewed from time to time as need arises.

## SCHEDULES

### SCHEDULE I: MANDATE OF MINISTRY OF EAST AFRICAN COMMUNITY AND REGIONAL DEVELOPMENT

99. The Ministry has two State Departments, namely; East African Community and Regional & Northern Corridor Development. Prior to 2018, the then State Department of East African Community Affairs was under the Ministry of East African Affairs, Labour and Social Protection while Regional Development was coordinated by the Ministry of Devolution and Planning (MoD&P). Northern Corridor Integration Project was coordinated from the Cabinet Office. The Ministry is established to coordinate Kenya's participation in the East African Community integration process pursuant to article 8(3)a of the Treaty for the Establishment of the East African Community; coordinate Northern Corridor Integration projects (NCIP) and Regional Development Authorities & the Lamu Port South Sudan Ethiopia Transit (LAPSSET) Corridor; and to coordinate business transformation in Kenya.

100. The Ministry derives its mandate from the Executive Order No.1 of June, 2018 (Revised) and Head of Public Service Circular of 2nd April, 2019 and the Executive Order No. 1 of January 2020 / May 2020 (Revised) as follows:

- i. Policy on East African Community.
- ii. East African Community Affairs.
- iii. Implementation of the East African Treaty.
- iv. Co-ordination of implementation of EAC Regional programmes and projects.
- v. Promotion and fast tracking of EAC integration.
- vi. Co-ordination of Government's participation in East African Community Affairs.
- vii. East African Community Meetings and Institutions.
- viii. Identifying factors constraining ease of doing business and proposing solutions in partnership with stakeholders.
- ix. Identifying and recommending business reforms for promoting business and for making Kenya competitive locally, regionally and internationally.

- x. Working jointly and coordinating with partners to monitor Kenya's ease of doing business.
- xi. Coordinating dialogue initiatives between the public and private stakeholders aimed at improving the ease of doing business.
- xii. Driving legislative and regulatory reform on the ease of doing business and business transformation.
- xiii. Monitoring the business climate and recommending appropriate policy, legal, regulatory and administrative changes necessary to enhance conduct of business within Kenya and between Kenya and its trading partners.
- xiv. Liaising with other partners to create awareness on Kenya's efforts at improving its ease of doing business.
- xv. Co-ordination of Regional Development Authorities.
- xvi. Monitoring and Evaluation of the implementation of Northern Corridor Development.
- xvii. Providing Secretariat Service during Ministerial and Head of States Summit Meetings on Northern Corridor Development.
- xviii. Fast Tracking Identified Northern Corridor Integration Projects
- xix. Oversight and Coordination of Lamu Port South Sudan Ethiopia Transit Corridor Development Authority (Cap. 446, Gazette Notice-2013).

## **SCHEDULE IIA: GEOGRAPHICAL COVERAGE, RESOURCES ENDOWMENT AND ECONOMIC POTENTIALS OF THE KENYAN BASINS**

101. Features of the Kenyan basins are as stipulated below.

### **1.1) Characteristics, Potential Natural Resources within Kenyan Basins**

#### **1.1.1. Tana and Athi Rivers Basins**

Tana and Athi Rivers Basin are located between latitudes  $0\frac{1}{2}^{\circ}$  N and  $3^{\circ}$  S and longitudes  $36^{\circ}$  E and  $41\frac{1}{2}^{\circ}$  E. The Basin covers a total area of 138,000 km<sup>2</sup>. The Tana River and its tributaries cover 100,000 km<sup>2</sup>, while Athi River and its tributaries cover 38,000 km<sup>2</sup>. The catchment of the two rivers and their tributaries are bound by the eastern, southern and the western slopes of Mount Kenya to the north; the eastern slopes of the Aberdares Ranges in the northwest, and the east and southeastern slopes of Ngong hills to the west. 14 counties are fully covered while five (5) are partially covered.



The Tana River originates in the Aberdare Mountains to the west of Nyeri flowing towards the east and south around Mount Kenya. The river then runs into the seven forks dams namely; Masinga Reservoir, Kaburu dam, Gitaru dam, Kindaruma dam and Kiambere Reservoir. Below the dam, the river turns north and flows along the north-south boundary between the Embu, Meru and Kitui Counties, Bisanadi, Kora and Rabole National Reserves. In the reserves the river turns east, and then south east. It passes through the towns of Garissa, Hola and Garsen before entering the Indian Ocean at Ungwana Bay-Kipini area. The river forms a delta that stretches roughly 30 km upstream from the estuary.

Athi-Galana-Sabaki River is the second longest river in Kenya (after the Tana River). It has a total length of 400 km, and drains a basin area of 30,000 km<sup>2</sup>. The river originates from the Aberdares ranges and Mt. Kenya (as Athi River) and enters the Indian Ocean as Galana River (also known as Sabaki River) North of Malindi town.

Athi River flows across the Kapite and Athi plains, through the Athi River town, takes a northeast direction and connect with several tributaries from Nairobi city and Ndarugu rivers upstream of the proposed Munyu multipurpose dam. Near Thika. it forms the Fourteen Falls and turns south-east under the wooded slopes of the Yatta plateau which shuts in its basin on the east. Apart from the numerous small feeders of the upper river, almost the only tributary is the Tsavo River, from the east side of Kilimanjaro It turns east, and in its lower course, known as the Sabaki (or Galana), traverses the sterile quartz-land of the outer plateau. The valley is in parts low and flat, covered with forest and scrub, and containing small lakes and black waters connected with the river in the rains. During the rainy season the river rises as much as 10 m in some places, is deep and strong and of a turbid yellow colour; but navigation is interrupted by the Lugard falls, which is actually a series of rapids falls. Onwards it flows east and enters the Indian Ocean just 10km's north of Malindi town.

The Tana and Athi Basins are under the management of Tana and Athi River Basins Development Authority (TARDA). Through the integrated planning approach, TARDA has overseen the implementation of various development projects, National Water Harvesting Programs, Food Security, Technology Transfer, Catchment Conservation and River Protection Programs with the aim of empowering the resident Community. TARDA was also instrumental in conceptualizing and implementation of the ongoing Lamu Port South Sudan Ethiopia Transport (LAPSSSET) corridor project, which is a key Kenya Vision 2030 flagship project;

### **1.1.2. Kerio and Turkwel River Basins**

Kerio and Turkwel Basins is bounded by Turkwel and Kerio rivers which drain into Lake Turkana. Other drainage basins within its area include, Lakes Baringo and Bogoria, Suguta –Lake Lokipi basin, Tarach –Lotikipi drainage basin.

The Kerio River rises on the northern slopes of the Kamasya Hills to the west of Lake Bogoria. It flows northward through the Kerio Valley between Tugen Hills and Elgeyo Escarpment. The Elgeyo Escarpment rises to over 1,830 metres (6,000 ft) above the Kerio Valley in some places. The Kerio continues northward, often through deep and narrow valleys, to enter Lake Turkana in a delta just south of the delta formed by the Turkwel and Lokichar rivers. The Kerio and Turkwel contribute 98% of the river water flowing into Lake Turkana. In their lower courses both these rivers are seasonal.

The Turkwel River is flowing from Mount Elgon in the border of Kenya and Uganda to Lake Turkana. The river is called the Suam River from its source to the border with the West Pokot County of Kenya. The name Turkwel is derived from the Turkana name for the river, Tir-kol, which means translates to a river that "with stands the wilderness". The Turkwel begins from the lush green slopes of Mount Elgon and the Cherangani Hills, traverses the Southern Turkana Plains, crosses Loturerei Desert near Lodwar and empties to the world's largest desert lake, Lake Turkana. The river's flow is seasonally varied, and it is subject to flash floods in the rainy season. In addition, the Perkerra River flowing to Lake Baringo has its source from the Mau Escarpments. Equally, the discovery of underground aquifers at Lotikipi plains in Turkana holding 200 billion cubic metres of water contributes to development in the Basin.

The natural available resources within Kerio and Turkwel Basins that can be tapped for economic development include the Beautiful landscape (escarpments, valleys), Water resources (rivers, lakes, dams), land for agriculture, energy sources (wind, solar, geothermal, hydropower), oil/petroleum, wildlife and tourism resources, mineral deposits (limestone, flouspar, marble, gold, gypsum) and livestock resources.

These Basins are managed by KVDA whose operation covers six (6) counties namely: West Pokot, Elgeyo- Marakwet, Baringo, Turkana, Samburu and Nakuru. The covered area is about 107,759.18 square kilometers representing 18.5% of the land mass of Kenya with over 80% being arid or semi-arid.

Among the key projects implemented by KVDA include Wei Wei Integrated Project which has developed a total of 1,500 acres for seed maize production, Turkwel Dam with capacity of 1.6 bn m<sup>3</sup> of water which is currently used to generate 106 MW of HEP supplied to the national grid, water for domestic use as well as irrigation of about 30,000 hectares downstream, Conservation of Cherangany Watershed, Arror

multipurpose project which will generate 60MW of HEP, irrigate 2,500 ha, store water for domestic and livestock use and catchment conservation, Kimwarer Multipurpose project which will generate 20MW of HEP, irrigate 2,000 ha, store water for both domestic and livestock use, Napuu centre pivot irrigation system for 150 acres for food production, livestock improvement programme, mango and honey processing factories and development of KVDA Southern Wing Plaza.

### **1.1.3. Ewaso Ng'iro North River Basin**

The Ewaso Ng'iro North River Basin is one of the 5 broad water catchment zones in Kenya. It is roughly delineated by latitudes 0.5° South and 4.5° North of the equator and longitudes 36.5° and 41° East and covers a total area of approximately 209,576 km<sup>2</sup>; equivalent to 36.4 per cent of Kenya's land area. The drainage basin comprises of 10 counties: Laikipia, Nyeri, Nyandarua, Samburu, Isiolo, Marsabit, Meru, Garissa, Wajir, and Mandera. According to the 2019 Population and Housing Census, the total population in the ENNDA area was about 4.5 million, which accounted for about 10 per cent of total population of Kenya. The basin forms a fundamental component to Socio-economic development, expansion of human population and the survival of livestock as well as wildlife.

The drainage pattern in the Ewaso Ng'iro North River Basin is essentially determined by three major factors: (1) the north-eastern slopes of Mt. Kenya, (2) the north-east to south-west watershed of the Nyambene range, and (3) the structures in the basement system.

ENNDA region is endowed with a variety of minerals. Most of these minerals are not properly mapped, quantified and documented for commercial exploitation these include; limestone, gypsum, bentonite clay, calcrete, salt, graphite, mica, vermiculite and kyanite among others which could be commercially exploited. The region is endowed with many other natural resources including solar, wind and gums and resins which could be harnessed for the socio-economic development of the region.

Since 1989, the basin has been under the management of Ewaso Ng'iro North River Basin Development Authority (ENNDA).

### **1.1.4. The Lake Victoria Basin**

The Lake Victoria Basin covers a total area of about 251,000 km<sup>2</sup> which is internationally shared among 5 Eastern Africa countries. The Kenyan portion of the Lake Victoria basin covers an area of approximately 39,240 km<sup>2</sup>, which is about 6.9% of the total land area

of Kenya. The region is endowed with immense natural resources, which could anchor and stimulate socio-economic Growth and development in the basin area and the entire country. The basin's natural resource endowments include water resources (the lake's estimated volume is 2,700 km<sup>3</sup>); rivers, streams and wetlands; abundant and fertile land; natural forest resources; minerals; and wildlife, including a high annual fish yield estimated at more than \$550 million. It also hosts the crested crane and the globally threatened sitatunga – a swamp dwelling antelope.

There are Seven (7) major river basins that are found in the Lake Victoria Basin and for the purposes of this policy, they are referred to as sub-basins of the Kenyan portion of the Lake Victoria Basin. The sub-basins include; the Sio, Nzoia, Yala, Nyando, Sondu, Kucha-Migori, and the Mara. These seven major rivers and many small ones, most of which are seasonal drain the basin into the Lake Victoria.

The Basin hosts about 17.74 million people which is about 40% of the country's total population. It covers a total of 18 counties in Western Kenya and some parts of the East African Rift Valley. These includes Kisumu, Homa Bay, Migori, Siaya, Kisii, Nyamira, Kericho, Bomet, Nandi, Busia, Bungoma, Kakamega, Vihiga, Trans-Nzoia, and Uasin Gishu which are fully covered and West Pokot, Elgeyo Marakwet and Nakuru counties which are partially covered in the Basin area. Certain areas in the region are among the most densely populated in the country, with densities of up to 750 persons/ km<sup>2</sup>. This has led to unsustainable pressure being exerted on the high and medium potential lands in the basin. Although the basin is endowed with rich water resources, abundant land and readily available labour, it suffers from poor and unreliable rainfall distribution and flood hazards, which alternate unpredictably leading to unstable food production patterns hence the need for irrigation and drainage. The region has continued to suffer from inadequate power supply, which would otherwise promote accelerated industrial development and catalyze the achievement of the big four agenda, especially in the rural areas.

Since 1979, the exploitation and management of the Lake Victoria Basin's natural resources has been under the Lake Basin Development Authority (LBDA). The Authority has since influenced and overseen implementation of various major projects in the basin through its Integrated Regional Development Master plan (1985 to 2005). These include the construction of Kisumu and Eldoret International Airports, the Sondu Miriu Multi-Purpose Dam, Kimira-Oluch Small-holder Farm Improvement Project (KOSFIP), the west-Kenya Rain-fed Rice Development Project, the Rural Domestic Safe Water Supply Programme, Fish farming and Livestock Technology Improvement and transfer projects and the LBDA Mall in Kisumu. Several development studies have also been carried out which have given rise to projects such as the Nandi Forest, Magwagwa and Webuye

Multipurpose Dams. All these projects are National high priority projects for the attainment of the big four agenda.

#### **1.1.5. Ewaso Ng'iro South River Basin**

The Ewaso Ng'iro River rises on the Mau Escarpment from where it drains out through the southern part of the Mau Forest. The forest, which plays an important role in regulating and filtering the inflow to the river, is under threat from logging and land clearance for farming. Destruction of the Mau Forest has resulted in increased sediment loads in the river, which cause greater seasonal fluctuations in the volume of water flows. The river flows south through the Rift Valley to the east of the Nguruman Escarpment. It crosses the border into Tanzania, where it empties into Lake Natron. The river, which runs all year round, is the main inflow to the lake. It plays an important role in the ecology of Lake Natron, the main regular breeding site for near-threatened lesser flamingos.

The river once flowed directly into the lake, but in geologically recent times it has been dammed by a horst beside the Shompole volcano. This has caused the waters to spread out into the steadily expanding Engare Ng'iro swamp, where the river deposits its sediment. The sediment-free river water then seeps into the brine lake. The permanent swamp covers about 4,000 hectares (9,900 acres). South of this a seasonal floodplain of about 8,000 hectares (20,000 acres) stretches down to Lake Natron and along its eastern shore.

Apart from Ewaso Ng'iro River basin, ENSDA region comprises other basins, namely the Mara River basin, Lake Naivasha, Lake Nakuru, Lake Magadi, Lake Elementaita, Olkejuado Dry River basin, the Nolturesh River Basin. The source of the Mara River is in the Mau. It flows in south west direction through the Transmara sub-county of Narok County and finally across Kenya-Tanzania border into Tanzania's Serengeti National Park. Lake Naivasha is the largest fresh water body in ENSDA area. It is fed by River Malewa and River Turasha, which originate from the Aberdare ranges. Lake Naivasha basin has potential for geothermal resources on account of extensive subterranean hydrology. Lake Nakuru is second largest lake with 62 km<sup>2</sup> of land area in the basin and is fed by rivers Njoro, Enderit and Makali. It is not a fresh water lake, but has an important ecological function as habitat for wildlife including flamingoes and other birds makes it premium site for eco-tourism and environmental conservation. Lake Magadi has no inlet stream like others and is the most saline of the lakes in the basin. The lake is the only water body in arid areas of the region and its site and surrounding areas have a large deposit of naturally forming soda ash. Lake Elementaita does not have rivers

flowing into it. Like Lake Nakuru and Lake Magadi, Lake Elementaita is saline and home to wildlife including flamingoes breeding. This makes the lake a tourist destination and site for habitat conservation. The Nolturesh river basin is fed by streams and springs of water along the Kenya-Tanzania border flowing from Mount Kilimanjaro into Kenya. There is pressure to exploit remaining forests in the sub-basin resulting in serious degradation, which threatens sustainable management of water resources in the sub-basin.

#### **1.1.6. Coast Region and Exclusive Economic Zone (EEZ)**

Kenya has a coastline that stretches for over 600 km with a breadth of the territorial waters of 12 nautical miles as described in the Maritime Zones Act of 1991. The coastal belt of Kenya is divided into four physiographical units which are almost parallel to one another. These are from the coast to inland; the coastal plain; the foot plateau; the coastal range and the Nyika. The width of the coastal plain varies between 4km in the south to 40km in the north and is generally under 50 metres altitude.

The Maritime Zones Act of 1989 which consolidated the law relating to the territorial waters provided for the establishment and delimitation of the Exclusive Economic Zone (EEZ) of Kenya and also provided for the exploration, exploitation, conservation and management of resources in the maritime zones. Exclusive Economic Zone in the Indian Ocean provides mineral rights to the deep ocean floor and abyssal plain within 200 miles of the Kenyan State's coast-rights offering a wide range of investment opportunities for development at the coast.

The management of the natural resources in Coast Region and Exclusive Economic Zone (EEZ) are under the Coast Development Authority (CDA) since 1991. The CDA area of jurisdiction includes Kwale, Mombasa, Lamu, Tana River, Kilifi and Taita Taveta counties, Ijara areas of Garissa County as well as the Kenyan Exclusive Economic Zone (EEZ)

CDA has been overseeing the implementation of major government projects and programme major among them being the Mwache Multi-purpose dam that has a potential of supplying water to a population of approximately 2 million and Irrigation expansion of up to about 2,500 hectares. Other Projects earmarked for implementation include Sabaki River Integrated Development Projects, Uмба River Integrated Development Projects, Dembwa Multi-purpose Dam, Fish Port projects, Kishenyi Dam Integrated Development Projects, Lake Challa Water Resource Integrated Development Projects, Integrated Fruit processing project-Hola, several solar projects and water catchment and River Banks Rehabilitation and conservation programme.

#### **1.2) Programmes and Projects, and Public Investments**

### 1.2.1. RDA's Programmes And Projects in The Basins

Since inception, the RDAs have made significant contributions in the development of the country as seen in the energy, water, environment, agriculture, transport and to some extent health sectors through the implementation of the regional integrated master plans within the respective basins. Among the initiatives undertaken that have made positive impact within the basins include: -

- i. Community support programmes and projects implemented e.g. Yala Swamp Project, Tana Delta Irrigation Project and Wei Wei Community Livelihood Improvement Project, Kimira- Oluch Farm Improvement Project (KOSFIP) and Malindi Integrated Social Health Development Project (MISHDP); Honey processing and Beehive production programmes;
- ii. Environmental Conservation programmes and projects in the region initiated e.g Mau, Cherangany, Upper Tana, Ewaso Ng'iro North river and Sabaki river catchments and Mt. Elgon;
- iii. River Basin Studies accomplished, providing basis for implementation of mega national projects such as the Kiambere, Masinga, Turkwel and Sondu Miriu hydropower generation stations. Other studies undertaken include Kimwarer and Embobut multipurpose projects; and Lower Turkwel irrigation project for sugarcane production.
- iv. Technology Transfer Centres initiated across all the regions like the Livestock Multiplication Centres e.g. Emali in Machakos County, Alupe in Busia County, Lichota in Migori County, Chesongoch in Elgeyo Marakwet County, Chemeron in Baringo County and Nomotio in Samburu County; Cereals (sorghum, rice and maize) bulking e.g Wei Wei Irrigation Scheme in West Pokot County; tree seedlings nurseries; greenhouse technology for horticulture production, fingerlings production and building bricks manufacturing centres;
- v. Youth development programmes initiated- Youth Empowerment
- vi. Various strategic Government Programs such as the Economic Stimulus Program (ESP), Irrigation for National Food Security Programme (e.g. Turkana / West Pokot – Napuu/Lomut Irrigation Projects, Lower Muranga Integrated Irrigation Project & Kyeni Integrated Irrigation Project), National Water Harvesting and Storage Programme, and the National Rehabilitation of Strategic Water Facilities Programme.
- vii. National Water Harvesting Programs, Food Security, Technology Transfer, Catchment Conservation and River Protection Programs with the aim of empowering the resident Community.

More than eighteen (18) flagship projects under the Kenya Vision 2030, including feasibility studies and engineering designs for six multipurpose dams; some of which are under implementation process such as the Mwache Dam, Arror Dam, [High Grand Falls](#) and Magwagwa Dam;

### **1.2.2. Public Investments in the Basins**

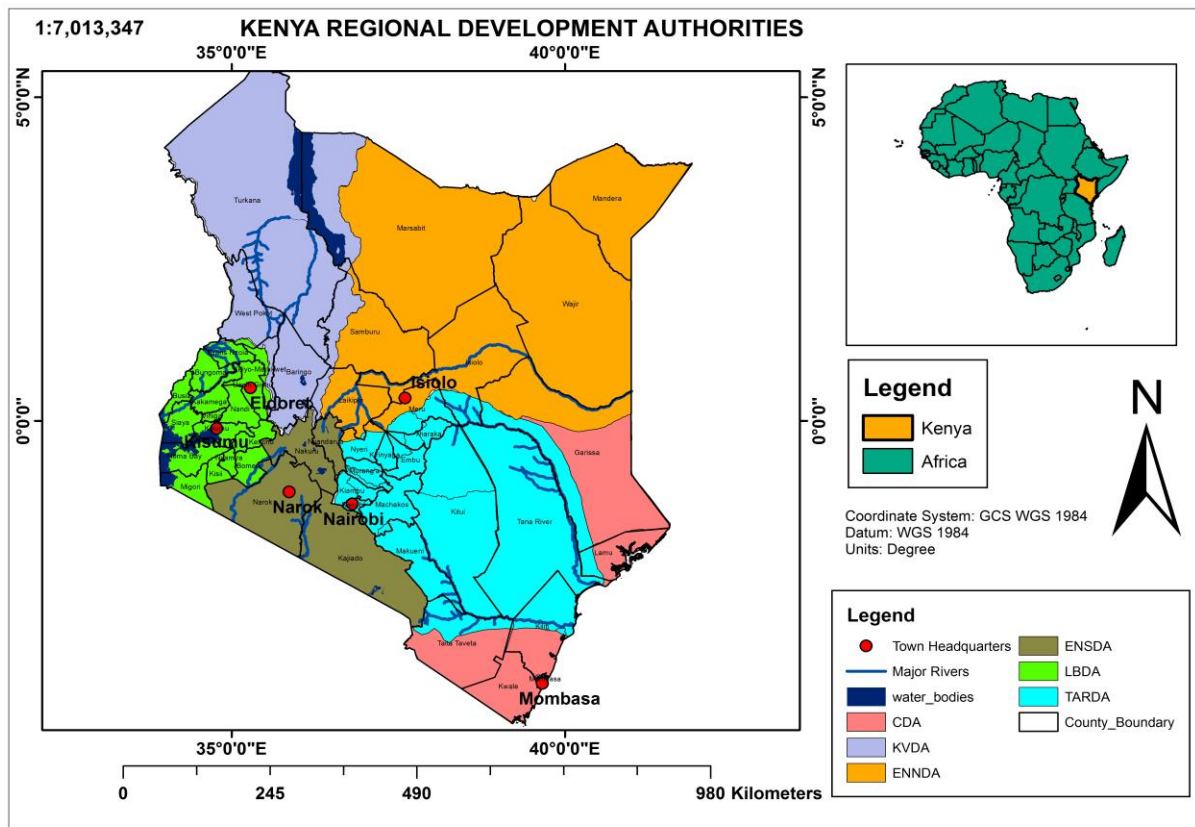
In order to attain equity and sustainable development across the basins, continuous public investment has always been a priority to the Government. In the Kenya's development Blueprints, there exists several public investment programmes already conceptualized and earmarked for development within the existing basins. These programmes span across development of multi-purpose dams, water towers conservation and management programmes and other integrated basin investment programmes aimed at sustainably harnessing and exploiting some of the natural resources in these Basins. They include: -

- a) The proposed High Grand Falls Multipurpose Dam which is a major project in the TARDA master plan. The projects will generate about 700 MW of hydropower, provide domestic and industrial water for the LAPSET project and water to irrigate about 200,000 hectares.
- b) The Nandi Forest, Magwagwa and Webuye Multipurpose Dams within the lake basin have potential of generating upto a total of 180 MW of electricity, over 30,000 hectares irrigation and water supply to over 2.5 million inhabitants.
- c) The Mwache Multi-Purpose Dam Development Project and Lake Challa Integrated Water Development Programmes both of which will supply water for domestic, industrial and irrigation uses within the coastal region.
- d) The Arror, Kimwarer and Embobut multi-purpose Dams within the Kerio and Turkwel Basins which can generate 125 MW and provide water to irrigate 30,000 hectares.
- e) The Lower Ewaso Ng'iro Multipurpose Dams Project, which will contribute 180 MW of hydropower; provide water for irrigation of 4,500 hectares, and support ecotourism, fisheries and other economic activities.
- f) The Chalbi Integrated Development Programme (CIDP) within Ewaso Ng'iro North Basin is expected to contribute 1,000MW of wind and solar power to the national grid.



g) The Ewaso Ng'iro North Integrated Development Programme (ENNIDP) within Ewaso Ng'iro North Basin, is expected to contribute 40MW of hydropower to the national grid, supply water to Isiolo Resort City and provide water to irrigate 16,000 hectares.

**SCHEDULE IIB: MAP OF KENYA SHOWING THE RDAS' REGIONS**



**Figure 1: Map of Kenya Showing the RDAs' Regions**